



DEPARTMENT OF THE ARMY
CORPS OF ENGINEERS, NORTHWESTERN DIVISION
PO BOX 2870
PORTLAND OR 97208-2870

CENWD-RBT

03 JAN 2012

MEMORANDUM THRU CECW-NWD, Stacey Hirata

FOR Commander, US Army Corps of Engineers (CECW-HS), 441 G Street NW,
Washington, DC 20314-1000

SUBJECT: Milton-Freewater System-Wide Improvement Framework (SWIF) Letter of Intent

1. Reference:

a. Memorandum, CECW-HS, 29 Nov 11, subject: Policy for Development and Implementation of System-Wide Improvement Frameworks (SWIFs).

b. ER 500-1-1, Emergency Employment of Army and Other Resources Civil Emergency Management Program, 30 Sep 01.

2. I have reviewed the SWIF Letter of Intent including documents submitted by the Milton-Freewater Water Control District (Encl). It meets the requirements for submitting a SWIF Letter of Intent stated in reference 1.a. above. I therefore endorse the recommendation of the NWW District Commander for its approval.

3. My points of contact for this action are Mr. Steve Fink, Levee Safety Program Manager, (503) 808-3824 or Steven.J.Fink1@usace.army.mil, or Dr. Surya Bhamidipaty, Levee Safety Officer, (503) 808-3822 or Surya.Bhamidipaty@usace.army.mil.

Encl

James J. Hearne, SES
for JOHN R. MCMAHON
BG, USA
Commanding

CF:
CENWW-DE
CENWW-EC
CENWD-PDC
CENWD-PDS
CENWD-RCO



DEPARTMENT OF THE ARMY
WALLA WALLA DISTRICT, CORPS OF ENGINEERS
201 NORTH THIRD AVENUE
WALLA WALLA WA 99362-1876

REPLY TO
ATTENTION OF:

23 DEC 2011

CENWW-EC-D-GT

MEMORANDUM THRU Commander, Northwestern Division (CENWD), PO Box 2870,
Portland, Oregon 97208-2870

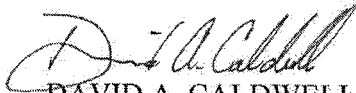
FOR Commander, US Army Corps of Engineers (CECW-HS), 441 G Street NW, Washington,
DC 20314-1000

SUBJECT: System Wide Improvement Framework Letter of Intent

1. Enclosed is a Letter of Intent from the Milton-Freewater Water Control District in accordance with the System Wide Improvement Framework (SWIF) for the Walla Walla River Flood Reduction Project located near Milton-Freewater, Oregon. See enclosed map. We have met with the sponsor and advised them of the SWIF policy. The letter demonstrates their current progress and future plans to repair project deficiencies as is evident from their abundance of supplied information.
2. The project was rated unacceptable, but the project sponsor is making great strides in bringing this project back into compliance with Corps' standards. The sponsor is working to resolve vegetation issues and other deficiencies by forming an interagency working level group which has collaborated on potential solutions which will be covered in more detail in the SWIF plan. A routine inspection will be performed by my staff beginning 22 December 2011 to update data in the National Levee Database and to document progress made by the sponsor to correct deficiencies.
3. We have organized a regional interagency group to inform and discuss on-going environmental issues related to levee vegetation. This group has been instrumental in assuring the concerns of all agencies are considered as the sponsor moves forward with their repairs.
4. I recommend approval of the Letter of Intent as the project meets the requirements as stated in the Policy for Development and Implementation of System-Wide Improvement Frameworks dated 29 November 2011. This letter is time sensitive as the winter flood season has begun. Please provide a timeline when we can expect a response to my recommendation.

5. If you have any questions concerning this project please contact Herb Bessey, Levee Safety Program Manager, at 509 527-7144 or email at herb.g.bessey@usace.army.mil or Donna Street, Levee Safety Officer, at 509 527-7501 or email at donna.l.street@usace.army.mil.

Encl
as



DAVID A. CALDWELL
LTC, EN
Commanding

Levee Systems
Milton-Freewater, OR

0 0.125 0.25 0.5 Miles



This map was prepared by the U.S. Army Corps of Engineers, Portland District, for the purpose of showing the location of the Milton-Freewater Levee System. It is not to be used for any other purpose without the express written consent of the Corps of Engineers. The Corps of Engineers assumes no responsibility for the accuracy or completeness of the information shown on this map. The Corps of Engineers does not warrant the accuracy or completeness of the information shown on this map. The Corps of Engineers does not warrant the accuracy or completeness of the information shown on this map.



US Army Corps
of Engineers
Milton-Freewater District

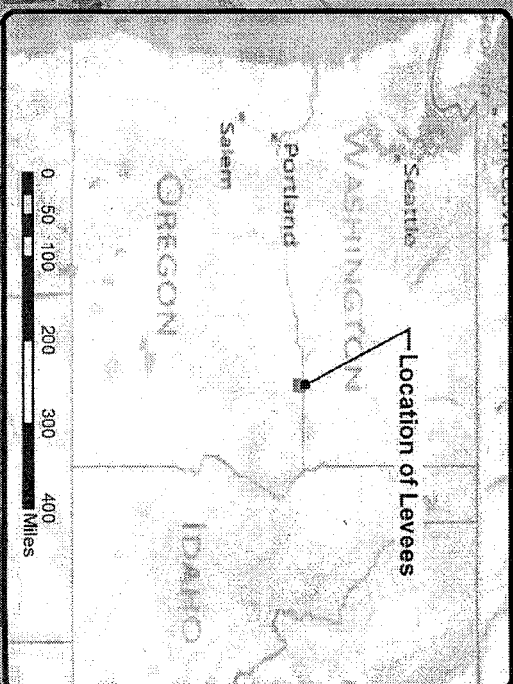
System 4

MILTON-FREEWATER

System 1

System 3

System 2



MILTON-FREEWATER WATER CONTROL DISTRICT

P.O. BOX 67

MILTON-FREEWATER, OR. 97862

541 988-5553

December 14, 2011

David A. Caldwell
Lieutenant Colonel, District Commander
US Army Corps of Engineers
Walla Walla District
210 N.3rd Avenue
Walla Walla, Washington 99362

Dear Lieutenant Colonel Caldwell:

The Milton-Freewater Water Control District (MFWCD) is providing this letter of intent for the Milton-Freewater Levee Systems to be improved using the System Wide Improvement Framework (SWIF) policy. The MFWCD is actively correcting deficiencies noted in the last US Army Corps of Engineers (USACE) Periodic Inspection report; however, there are issues including levee vegetation that are complex to correct. MFWCD is requesting to be considered "active" in the USACE rehabilitation and inspection program for the next two years in accordance with current policy while the SWIF is developed.

System Identification and Description

The levee systems to be covered by the SWIF are Milton-Freewater Levee Systems P, Q, R, and S as defined by the March 31, 2010 USACE Periodic Inspection (PI) Report. The USACE originally constructed the levee system between 1949 and 1952, and reconstructed portions following flooding in 1965. The levees extend for approximately 5.5 river miles, and consist of four discontinuous segments that tie into natural high terrain.

Milton Freewater Levee System Identification

2010 USACE PI Inspection System Name	National Levee Database Segment	National Levee Database Segment ID	General Description
System S	MF-1	6004000028	Left Bank
System P	MF-2	6004000029	Right Bank, 15th Ave Bridge Vicinity and Upstream
System Q	MF-3	6004000030	Right Bank Cemetery Bridge Upstream to High Ground
System R	MF-4	6004000031	Right Bank Nursery Bridge to McCoy Bridge

The levee systems protect significant portions of the City of Milton-Freewater and residential, businesses, agricultural, and industrial areas of Umatilla County.

System Deficiencies

The 2010 PI reports for all four levee systems documented 228 deficiencies. Levee embankment deficiencies are summarized in the table below and include unwanted vegetation, encroachments and access issues, slope stability erosion/bank caving riprap revetments, and bank protection deficiencies. Floodwalls on System S had a closure structure with boards that needed to be replaced. Interior drainage structures needed maintenance including removal of vegetation and obstructions; culvert and discharge pipes needed cleaning; and sluice gates, slide gates, and flap gates repaired. The flood damage reduction channel had unwanted vegetation, shoaling or sediment deposition, erosion, concrete deterioration, and riprap revetment on banks needing to be replaced.

Summary of Milton Freewater Water Control District Levee Deficiencies

Inspection Item	System Deficiencies			
	System P	System Q	System R	System S
Levee Embankments				
Unwanted Vegetation	X	X	X	X
Encroachments	X	X	X	X
Slope Stability	X		X	X
Erosion/Bank Caving			X	
Riprap Revetments and Bank Protection	X	X	X	
Floodwalls				
Unwanted Vegetation				X
Closure Structures				X
Scour Hole				X
Interior Drainage System				
Vegetation and Obstructions	X		X	X
Culverts/Discharge Pipes	X		X	X
Sluice/Slide Gates	X			X
Flap Gates/Flap Valves/Pinch Valves	X		X	X
Flood Damage Reduction Channels				
Unwanted Vegetation	X	X	X	X
Shoaling or Sediment Deposition	X	X	X	X
Erosion	X		X	X
Concrete Surfaces Deterioration			X	X
Foundation of Concrete Structures			X	X
Riprap Revetments and Banks	X	X	X	X

Progress Correcting Deficiencies

There has been much progress to date on the Milton-Freewater levee system. Many of the deficiencies have been resolved by MFWCD maintenance activities conducted since the 2010 PI was completed. All of the culverts have been cleaned and television camera inspected. Flap gates have been repaired. Obstructions at the culvert entrances and exits have been removed. Culverts no longer in use have been decommissioned by filling with concrete. The floodwall closure structure has been repaired and wooden gates which were deteriorated have been replaced. Levee access has been improved by removing vegetation on the levee crown and notifying all landowners of the levee system easement. Deteriorated concrete on the floor and sloping face of the Nursery Bridge drop structure was replaced. Riprap protection has been installed on the left bank for a distance of 3,000 feet downstream from Nursery Bridge and immediately downstream from the Nursery Bridge drop structure end sill. Survey cross sections of the river channel were obtained and a HEC-RAS flood model was created to evaluate

hydraulic flood capacity. To date vegetation has been removed from the levee section to provide access and allow for inspection of the riprap. Vegetation management guidelines are being discussed with various federal agencies.

Deficiencies to be Included in the SWIF

Riprap which was undermined by channel degradation downstream of Nursery Bridge and swept from the bank in the Couse Creek Road bridge vicinity needs to be installed. MFWCD is waiting for the instream work window in 2012 to install riprap downstream of Nursery Bridge on the right bank and in the Couse Creek Road bridge vicinity. The project plans for these two projects have been submitted to USACE and permitting is in progress. In addition, the recent hydraulic model has shown the flood channel to be aggrading in the vicinity of 15th Avenue and downstream to Cemetery Bridge. The extent of channel aggregation varies from Cemetery Bridge to Nursery Bridge.

Another deficiency that needs to be addressed by the SWIF policy is unwanted vegetation. The MFWCD has been caught between federal and state agencies each with differing objectives related to the levee. The term "unwanted vegetation" as defined by USACE inspections is in conflict with fish and wildlife and environmental objectives to achieve cooler water by increasing stream shade and improving habitat that is associated with increased vegetation along the stream.

Funding of Improvements

The MFWCD board successfully passed a local bond levee in November 2010 for \$2.85 million for levee improvements. In addition, the Oregon State legislature granted a \$3.25 million appropriation for levee and bridge improvements to be disbursed in 2012. To date MFWCD has spent approximately \$1.35 million in levee improvements. The money from the local public bond and state legislature has been and will continue to be used to make levee improvements.

Interim Risk Reduction Measures

MFWCD has immediate access to 10,000 sand bags through Umatilla County Emergency Services and could get further assistance including large equipment and crews upon approval by County Commissioners in an emergency. In addition, the City of Milton-Freewater has an Emergency Action Plan which includes flooding events and evacuation procedures in case of a flooding event. The public has been made aware of the flood risks associated with the levee system and has supported efforts to improve the levee by passing the bond levy in 2010.

MFWCD has further identified flood risks by performing a hydraulic study where the levee system capacity has been evaluated. Areas where freeboard is less than 3 feet have been identified and earthwork to raise these levee sections is proposed. In addition, the bridge at 15th Avenue was identified to be a constriction. Plans are presently being developed to enlarge the cross sectional area beneath the 15th Avenue bridge to pass the 100 year base flood with 4 feet of levee freeboard at the bridge.

Interagency Collaborative Efforts

In 2009 and 2010, MFWCD participated in the Oregon Solutions team with many local, state, and federal agencies. The Oregon Solutions process brought recognition to the levee issues and highlighted individual responsibilities of the collaborative team approach ultimately resulting in a declaration of cooperation. The purpose of the Milton-Freewater Oregon Solutions Project was to provide dependable and sustainable flood reduction in an environmentally and economically sound manner. The Oregon Solutions team was convened by Senator David Nelson and included the following organizations:

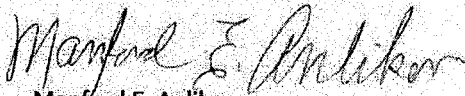
- Bonneville Power Administration (BPA)
- Community Representatives
- City of Milton-Freewater
- Confederated Tribes of the Umatilla Indian Reservation (CTUIR)
- Department of Land Conservation and Development (DLCD)
- Department of State Lands (DSL)
- Governor's Economic Revitalization Team (ERT)
- Hudson Bay District Improvement Company (HBDIC)
- Milton-Freewater Chamber of Commerce
- Milton-Freewater Water Control District (MFWCD)
- National Oceanic and Atmospheric Administration (NOAA-Fisheries)
- Oregon Department of Environmental Quality (ODEQ)
- Oregon Department of Fish and Wildlife (ODFW)
- US Army Corps of Engineers (USACE)
- US Environmental Protection Agency (EPA)
- US Fish and Wildlife Service (USFW)
- Umatilla County
- Walla Walla Basin Watershed Council (WWBWC)

The Oregon Solutions team covered a broad range of levee issues and included riprap repair and levee vegetation. Collaboration efforts have continued after the Oregon Solutions team meetings. Vegetation along the Walla Walla River is especially important to ensure Endangered Species Act (ESA) requirements and Total Maximum Daily Load requirements are being addressed. Removing vegetation could create impacts to Middle Columbia River steelhead (*Oncorhynchus mykiss*), Columbia River Basin bull trout (*Salvelinus confluentus*), and designated critical habitats. Mid-Columbia River Chinook salmon (*Oncorhynchus tshawytscha*) are not listed under the ESA; however, impacts to designated Essential Fish Habitat (EFH) are possible. The Walla Walla River is listed for temperature on the 303d list and the Oregon Department of Environmental Quality (ODEQ) has been actively striving to implement a strategy to get cooler water by proposing additional shade.

In 2011 USACE, USFW, EPA, DEQ, and NOAA met with MFWCD to discuss vegetation management guidelines. The draft vegetation management guidelines were field tested in November 2011. It is expected that the SWIF development will build on the existing collaborative efforts of the past couple of years.

Permits

MFWCD has filed a 404 permit application with USACE to perform instream work to place riprap on the banks for sections of the levee where channel degradation has exposed the toe of the riprap protection layer or where riprap has been lost from the embankment. USACE is currently in consultation with NOAA and USFW regarding the 404 permit. In addition, a 401 water quality certification application has been filed with ODEQ for the riprap repair work. MFWCD will continue to work with USFW, DEQ, EPA, NOAA, and USACE regarding vegetation management for the levee project.

A handwritten signature in black ink, appearing to read "Manford E. Anliker". The signature is fluid and cursive, with the first name "Manford" being the most prominent.

Manford E. Anliker
Chairman of the Board